

Building California's Preschool For All Workforce

A SERIES OF POLICY BRIEFS

Teacher Credentialing in Early Care and Education: Prospects for Universal Preschool in California, and Lessons from Other States

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Introduction

□ As California develops local and statewide efforts to make high-quality preschool education available to all four-year-old children, the attention of policy makers and program planners has turned increasingly toward how to ensure a well-trained, stable, and linguistically and culturally diverse preschool teaching workforce. A central part of this discussion is the setting of appropriate education and training standards for preschool teachers.

□ Most states, thus far, have decided that the appropriate standard for head teachers in Pre-K programs is a bachelor's degree as well as some kind of certification or credential in early childhood education. Of the 39 states (plus the District of Columbia) with a state-funded Pre-K program, 28 states and the District of Columbia require a BA degree and certification for head teachers in state-funded Pre-K.² Several of these states, however, set this standard only for Pre-K programs that are publicly operated (i.e., by school districts), allowing a lower standard for programs that are privately operated (by community-based child care centers or other entities).

□ But in addition, at least two of the 11 states that *do not* require a BA for Pre-K head teachers - Connecticut and Georgia - allow local school districts to set higher standards, and as a result, a significant number of teachers in those states do hold a bachelor's degree and certification. According to the National Institute for Early Education Research, "nearly all public Pre-K programs [in Georgia] have certified teachers" (Barnett, Robin, Hustedt & Schulman, 2003). New York City child care licensing regulations also set teacher standards that are higher than those set by the state.

□ In California, by contrast, teacher standards in preschool education fall well below the bachelor's degree level, and there is no Pre-K credential currently in place. Discussion of "Preschool for All" in the state, however, is moving toward raising the bar higher than California's current standards, possibly as high as a bachelor's degree with a credential for lead teachers, and an associate degree and associate-level Child Development Permit for assistant teachers.³ The two California counties that are furthest along in developing local universal preschool initiatives - Los Angeles and San Mateo - are both proposing the goal of having a BA-level teacher in every preschool

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² These 28 states are: Alabama, Arkansas, Illinois, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, Nevada, New Jersey, New York, North Carolina, Oklahoma, Oregon, Pennsylvania, South Carolina, Tennessee, Texas, Vermont, Virginia, Washington, West Virginia, and Wisconsin. The 11 states that do not require a BA are: Arizona, California, Colorado, Connecticut, Delaware, Florida, Georgia, Hawaii, Iowa, New Mexico, and Ohio.

³ The Preschool for All campaign seeks the gradual statewide implementation of a publicly funded, voluntary preschool program available to all three- and four-year-old California children. (See Cooper & Dukakis, 2004).

classroom over the next several years. The California Master Plan for Education (Joint Committee, 2002) calls for the state to "adopt more rigorous education requirements and certification standards for all individuals who teach young children in center-based settings or who supervise others who care for young children." And a recent First 5 California document proposes that "preschool teacher education and compensation...increase to parity with Kindergarten/early elementary teachers" (First 5 California Children and Families Commission, 2003). Such a step would mean that preschool teachers would earn not only a BA but also a teaching credential, most commonly completed in a fifth year of higher education.⁴

□ Why certification or credentialing for preschool teachers? In the past, unlike other teaching professions, the early care and education field has generally been subject to licensing or certification only of *facilities*, not *individuals* - perhaps due in part to the outdated view that the education of young children is relatively unskilled and unprofessional. But more and more, state policy makers have decided that high-quality preschool education demands a teaching workforce that is every bit as well prepared for the professional demands of the job as those who work with older children.

□ *A note on terminology:* By definition, a teaching *certification* is awarded as proof that a person has completed an appropriate course of study, and is qualified and competent to teach a certain age range of students, in a certain field or subject area. While *certification* or *certificate* is generally the broadest term used for such a professional award, states and localities have chosen to use a variety of other terms, such as *credential*, *license* or *permit*. Often, but not always, teacher certification involves an additional year of study and/or student teaching after a college degree. Some states issue a "standard" teacher certification or credential, in addition to which a candidate can prepare to receive a "specialist" credential (or "endorsement") in a certain area, such as early childhood education. California uses the term *teaching credential* for teachers in

grades K-12, who must complete a college degree and student teaching; for teachers in early care and education, California has created the *Child Development Permit* system (described below), which does not require a college degree.

□ The purpose of this policy brief is to examine the history and current status of preschool teacher certification in California; to explore the landscape of Pre-K certification in other states; and to identify options and issues as California moves forward in planning for Preschool for All.

□ Several cautions should be kept in mind as part of this discussion. First, it is important to distinguish between the level of teacher preparation and certification that is minimally *required* for publicly-funded preschool programs in a particular state, vs. what may be *available* in that state, and what many Pre-K teachers may in fact have accomplished. Second, as noted above, some states that do not require BA and certification at the state level, *do* allow more stringent requirements to be imposed locally, which may account for a large number of children being taught by certified teachers - a number greater than would appear evident from state requirements alone. Third, some states, after setting a certain standard for teacher certification, have chosen to phase it in over time, or to offer exemptions in certain cases. Finally, in some states that fund more than one type of preschool program (such as Michigan and New York), there may be regulatory variations among programs funded by different revenue streams (Bellm, Burton, Whitebook, Broatch & Young, 2002).

Early Childhood Teacher Certification in California: An Overview and Brief History

□ In California, those who work in licensed child care centers and homes do not have to obtain a teaching credential. Two sets of regulations (Title 22 and Title 5) establish qualifications for teaching and administrative staff (see Table 1). Title 5 regulations govern centers holding a contract with the State Department of Education (excluding the voucher

⁴ A four-year "blended" program, allowing students to earn a BA and credential at the same time, is also an option at some colleges and universities in California. (See Table 5.)

program), and are more rigorous than Title 22 regulations, which cover all licensed child care programs. Under Title 5 regulations, those who work in state-contracted and state-funded full-day child development programs or half-day preschools must obtain a Child Development Permit, in which a master teacher is defined as having 24 units of early childhood education plus 16 units of general education. The Child Development Permit is described in more detail below.

□ When an individual cares for children from more than one unrelated family in the provider's own home, the California Department of Social Services requires that the provider obtain a family child care license to provide child care services. (Certain providers, however - such as those caring for related children from one family, in addition to any children of their own - are exempt from licensing.) Fifteen hours of training on preventive health practices are the only training requirements for licensed family child care providers, and none exist for license-exempt providers.

□ Currently, the state's only early childhood teaching credentials are a specialist credential intended for those who have already obtained an elementary school credential, and an early childhood special education credential. Further information about these can be found below.

□ California once had a "standard early childhood credential," covering preschool through Grade 3, but it was phased out in the mid-1970s with the passage of the Ryan Act, a revamping of the credential system that apparently eliminated various options not considered flexible enough for teacher mobility. The longtime existence of this early childhood credential does represent, however, a historical recognition in California that a BA and credential have value for preschool teachers, as they do for K-12 education, and that preschool and the early elementary grades are vitally linked in a continuum of learning and development. Over the past three decades, the loss of this credential has gone hand in hand with a gradual decline in the number of BA-level teachers in early care and education programs in California.

The Child Development Permit

□ Since the 1960s, the California Commission on Teacher Credentialing (CTC) has issued teaching and supervision permits for individuals working in state-funded child development programs. Requirements for these permits - originally called Children's Center Permits - have changed over the years in response to staffing needs and an increasing body of knowledge in the field of early childhood education.

□ In the early 1990s, it became apparent that a reexamination of the requirements and the structure of the permit process was in order. A roughly 40% annual rate of issuance of emergency instructional permits, as well as a high number of supervision waivers granted by the Department of Education, clearly indicated a staffing crisis (California Commission on Teacher Credentialing, 1999). In 1992, Assembly Bill 2879 (Polanco) required the CTC and the Superintendent of Public Instruction (SPI) to consult with members of the early childhood education field and coordinate a review of the preparation and licensing requirements for instructors and supervisors who work in state-funded child development programs. In 1994, the CTC and the SPI sent a report to the Legislature outlining recommendations for restructuring Child Development Permits. The recommendations were the result of an extensive collaboration, coordinated in part through the Advancing Careers in Child Development project, a privately funded effort seeking to professionalize the field. The recommendations were designed to ease barriers, to improve access to permits, and to establish a career ladder through which professionals could choose to obtain increased preparation and training in order to assume broader, more complex responsibilities (Sharpe, 2002).

□ The current Child Development Permit Matrix was officially recognized through regulation in February 1997. The matrix was developed through a collaboration of the Commission on Teacher Credentialing, the Superintendent of Public Instruction, and members of the Advancing Careers project at Pacific Oaks College, who worked with professionals in the early childhood education field on

the development of the new requirements.

Even though California law includes the term *permit* in its definition of credentialing, the authorization to teach in or administer a state-funded child development program is known as a Child Development Permit, not a credential.⁵ Child Development Permits do not require a BA degree or a fifth year of specialized preparation. The Commission on Teacher Credentialing issues these permits, which authorize service in the care, development and instruction of children in state-funded child development programs (Title 5 California Code of Regulations, Section 80105).

Permits are required by law only for employment in specified state-funded child development programs. But private center-based programs that are not *required* to hire teachers with Child Development Permits may still choose to require teachers to hold such permits as a condition of employment. Currently, a number of county-based professional development efforts created on the CARES/Child Development Corps model - providing stipends for continued employment and education in the ECE field - are requiring teachers and providers to apply for Child Development Permits in order to continue as program participants.⁶ Largely as a result of these programs, many California counties - including some in which no local entities require a permit - have seen a dramatic increase over the last several years in the number of permits issued (Child Development Training Consortium, 2004).⁷

Permits are issued for various levels of program staff, including Assistant, Associate Teacher, Teacher, Master Teacher, Site Supervisor, and Program Director. Each permit level requires the candidate to complete a combination of education and experience requirements or alternatives. (See Table

4.) Applicants for a Child Development Permit must submit the following items:

- Application form - available from the Commission on Teacher Credentialing or the Child Development Training Consortium
- Fingerprints, to be submitted using Live Scan
- Completed Verification of Experience form
- Official college transcripts.

There is an application fee and a one-time fingerprinting fee. Five-year renewals of the permit require the completion of 105 hours of professional growth, under the guidance of a Professional Growth Advisor.

The Early Childhood Education Specialist Credential

The early childhood education specialist credential authorizes the holder to develop and coordinate curriculum, develop programs, and deliver staff development, including age-appropriate teaching methodologies, for child development programs and early childhood education programs (Grade 3 and below) that are coordinated by school districts or county offices of education. This credential also authorizes teaching courses in child development in grades K-12 and in classes organized primarily for adults. An applicant for the Specialist Instruction Credential in Early Childhood Education must:

- possess a valid California Multiple Subject, Standard Elementary or General Elementary Teaching Credential;
- complete a Commission-accredited specialist program, including student teaching; and
- obtain the recommendation of a California college or university with an accredited

⁵ The California Education Code defines the term credential broadly as "a document issued by the State Board of Education or Commission on Teacher Preparation and Licensing authorizing a person to engage in the service specified in the credential. The term credential includes a credential, certificate, life document, life diploma, permit, certificate of clearance or waiver issued by the Commission." Calif. Ed. Code Sec. 44002, Stats 2001, C. 342.

⁶ For more information on these programs, see Burton, Mihaly, Kagiwada, & Whitebook (2000).

⁷ In Alameda County, for example, 151 permits were processed in 1998-99; in the next four years, the totals were 283; 947; 538; and 601. From 2001-02 to 2002-03, in particular, many other counties saw sizeable increases: e.g., El Dorado, from 39 to 90; Fresno, from 78 to 185; Kern, from 63 to 174; Los Angeles, from 945 to 1,433; Modoc, from 5 to 30; Orange, from 175 to 325; San Diego, from 296 to 624; San Francisco, from 113 to 324; and Santa Clara, from 38 to 215. (Child Development Training Consortium, 2004.)

□ program in the specialist area.

□ Programs to prepare students for this credential, however, exist at only three universities in California - the California State University campuses at Fresno, Fullerton and Long Beach. (See Table 5.)

The Specialist Credential in Early Childhood Special Education

□ A specialist teaching credential in early childhood special education is also available in California for professionals who wish to work with infants, toddlers and preschoolers with special needs. This credential certifies the recipients to teach children birth to five years who have disabilities or who are at-risk for disabilities.

The requirements for this credential are to:

- • obtain a baccalaureate or higher degree from a □
□ regionally accredited college or university;
- • complete a Commission-accredited credential □
□ program in an education specialist category, □
□ resulting in formal recommendation by the □ □
□ college or university through which program □
□ requirements are completed;
- • complete a Developing English Language □ □
□ Skills (including Reading) course that is □ □
□ research-based and includes the study of □ □
□ phonemic awareness, spelling patterns, early □
□ intervention techniques, ongoing diagnostic □
□ techniques, and a strong literature, language □
□ and comprehension component;
- • pass the California Basic Educational Skills □
□ Test (CBEST); and
- • pass a course (at least two semester units) in □
□ the provisions and principles of the U.S. □ □
□ Constitution **or** pass an examination in the □ □
□ subject given by a regionally accredited □ □
□ community college, college or university.

Teaching Credentials in K-12 Education

□ California teachers who work in public elementary, middle and secondary schools are required to have a valid license to teach, known as a

teaching credential; the state does not officially use the term *teacher certification*. California teaching credentials are issued by the CTC, and they authorize a person to teach the subjects specified in the credential, such as teaching multiple subjects at the elementary level, or teaching a single subject at the secondary level.

The Multiple Subject Credential

□ Teachers in public elementary schools in California are required to hold a Multiple Subject Credential. This credential authorizes a person to teach in self-contained classrooms in Kindergarten through Grade 12. It is used primarily for K-5 teachers, as teachers in higher grades need to demonstrate subject matter competency in the specific subjects that they teach, such as French, Biology, or American History.

The requirements to become a credentialed teacher in California include:

- • a bachelor's degree
- • early field experience,
- • passing the CBEST (California Basic □ □
□ Educational Skills Test)
- • passing the CSET (California Subject □ □
□ Examination for Teachers)
- • completion of required coursework, and
- • classroom experience (student teaching).

□ Most academic programs leading to a credential require a fifth year of training after the completion of a BA degree, although there are four-year "blended" programs that allow students to complete both a BA and the credential requirements in four years. (See Table 5.)

□ A Multiple Subject Credential may also list an area of specialization that shows that the holder of the credential has completed a specialized program. A Multiple Subject Credential with an Early Childhood Emphasis was available until 2001, when new standards for teacher preparation programs were implemented pursuant to Senate Bill 2042. The emphasis program required candidates to complete

coursework that provided extra preparation in theory, methods and materials for children aged three to eight. The requirements included fieldwork in both preschool and early elementary (K-2) settings. Now that this emphasis program has been discontinued, however, the only option for specialized training is to obtain an Early Childhood Education Specialist Credential (described above), which requires a teacher to already hold a Multiple Subject, Standard Elementary or General Elementary Teaching Credential.

Pre-K Teacher Certification in Other States: Teacher Standards in State-Funded Preschool Programs

□ Our research included a survey of teacher requirements and certification in all states that have a publicly funded preschool program. We have chosen, however, to focus our discussion on the 15 states, plus the District of Columbia, whose programs currently serve 10 percent or more of their four-year-old child populations: California, Colorado, Georgia, Illinois, Kentucky, Maryland, Massachusetts, Michigan, New Jersey, New York, Oklahoma, South Carolina, Texas, West Virginia, Wisconsin, and the District of Columbia.

□ The trend in Pre-K teacher standards clearly points upward: Kentucky is increasing its minimum requirements to the BA and certification level as of Fall 2004, and Georgia, New York and New Jersey, among others, have upgraded their requirements since their Pre-K programs were first established.⁸ Some states (e.g., New Jersey) have found it necessary, however, to put various extensions in place, because of difficulties in filling all positions with qualified teaching staff by a given deadline.⁹

□ Of these 15 states, all but California, Colorado and Georgia have set the BA degree plus certification as their standard for head teachers; Colorado requires a Child Development Associate (CDA) certificate, and Georgia requires an AA degree. (In Georgia, as noted above, most Pre-K programs have teachers with a BA and certification, partly due to higher standards set by some local school districts.) Several of these states (Illinois, Massachusetts, Michigan, New York and West Virginia) allow lower standards for teachers in publicly funded Pre-K programs that are privately operated. *All* Pre-K programs in Texas, Wisconsin and the District of Columbia, and *most* Pre-K programs in Oklahoma, are publicly operated (i.e., by school districts). (See Table 2.)

□ In terms of how certification is defined, however, there are nearly as many different types of certification for Pre-K teachers as there are states in the union, both in terms of age grouping covered and body of knowledge required.¹⁰ Even among the 15 states serving the greatest percentage of preschool children, there is wide variation:

- • *Illinois* requires an Early Childhood Education □ certificate that covers birth through Grade 3.
- • *Maryland, New Jersey, Oklahoma and South* □
□ *Carolina* define their certification as covering □
□ Pre-K through Grade 3.
- • *Massachusetts* issues a certification in Pre-K □
□ through Grade 2.
- • *Texas* has a certification in Early Childhood □
□ through Grade 4.
- • *New York* is currently moving from a Pre-K-□
□ Grade 6 certification for its Pre-K teachers to □
□ one that covers Birth through Grade 2.

⁸ Additionally, a 2003 Massachusetts law requires all staff hired into head teacher positions to hold an AA degree by 2010, and a BA degree by 2017. In July 2004, Florida Gov. Jeb Bush vetoed a preschool plan passed by the state legislature, in part because it set standards too low, falling far short of recommendations on teacher qualifications and other issues that were published by the Governor's Universal Prekindergarten Advisory Council in October 2003.

⁹ Originally, all New Jersey Pre-K head teachers were required to complete a BA degree and a Preschool-Grade 3 teacher certificate by September 2004. A recent ruling by the New Jersey Supreme Court, however, allows non-certified teachers at privately operated Pre-K programs (i.e., at licensed child care facilities) to meet this requirement by September 2006, provided that they have 30 or fewer credits left to complete a BA; make steady academic progress toward obtaining a BA; remain in good academic standing; and provide letters of support from their employer and from the school district in which they serve.

¹⁰ Within the early care and education profession, "early childhood" has commonly been defined - by the National Association for the Education of Young Children, and others - as birth through age 8.

- *Kentucky* has a newly established certification in "Interdisciplinary Early Childhood Education, Birth to Primary," which it calls "a preparation program combining early childhood and early childhood special education." (Other states, including *Kansas* and *Washington*, are also moving toward such a joint credential, in an effort to promote inclusion, ensuring that *all* early childhood practitioners acquire the necessary skills and knowledge to work with children with special needs.)

- The *District of Columbia's* school-based program requires an Elementary Teaching License.

- The *Michigan* School Readiness Program requires teachers to obtain an Elementary Teaching Certificate, but also an endorsement in Early Childhood Education.

- *West Virginia* allows three options: an Early Childhood certification covering Birth to Age 5; a certification in Preschool Special Needs; or a certification in Elementary Education with an endorsement in Pre-K to Kindergarten teaching.

- *Wisconsin* also allows three options, issuing teaching licenses in Pre-K through Kindergarten, Pre-K through Grade 3, or Pre-K through Grade 6, but the preferred option is the Pre-K through Grade 3 license. (See Table 2.)

Further, all of these states, except for California, Colorado and Georgia, also require for Pre-K head teachers the two other elements that commonly go into teacher certification - namely, a period of *student teaching* or practicum (typically for one semester or more), and a standardized testing process covering basic educational skills and subject matter competence.¹¹ (See Table 3.)

Finally, a number of states have also worked on defining *competencies* for preschool teachers - the essential body of knowledge and skill that is needed in order to work effectively with young children - and many have prescribed a *course of study* that is expected to lead to such professional competence.¹²

For further information online about credentialing in other states, a list of web links is provided at the end of this document.

Implications for California: Issues and Options

Currently in California, the discussion about teacher standards is largely centered on which academic degree or other educational level might be required as part of Preschool for All, but it will also be necessary to decide what kind of certification to require, if any, and to set forth a process for changing the credentialing and permit system now in place.

Such a systems change would clearly be a significant undertaking, with broad implications for the early care and education field in California, where multiple sets of regulations related to the qualifications of the ECE workforce are already in place. California's changeover to the Child Development Permit Matrix is still a fairly recent phenomenon, and a revised credentialing system should be an opportunity to make our current system better, not more complex. Such a revision will take time, partnerships, and a major influx of resources to the state's institutions of higher education, the Commission on Teacher Credentialing (CTC), and others - a particularly challenging prospect during a period of budget cutbacks, teacher shortages, already heavy demands on the state's colleges and universities, and a proposed reorganization of the CTC as part of the California Performance Review.¹³

¹¹ Many states use the Praxis Series tests developed by the Educational Testing Service. More information is available at <http://www.ets.org/praxis/prxfaq.html>.

¹² For two examples of state-defined competencies for preschool teachers, see the Illinois "Standards for Certification in Early Childhood Education" at www.isbe.net/rules/archive/pdfs/26ark.pdf, and the "New York State Early Care and Education Core Body of Knowledge Framework" at www.earlychildhood.org/info/sitemap.cfm (click on CoreBody.pdf.). A forthcoming policy brief from the Center for the Study of Child Care Employment will explore the issue of teacher competencies in preschool education in further detail.

¹³ For more information on this recent effort to "restructure, reorganize and reform state government," visit <http://cpr.ca.gov/>.

Defining a New Credential

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□ If California chooses to set a new certification requirement for Pre-K teachers, how will it be structured and defined? As noted above, states have made a wide range of choices, each with its own pros and cons. Should the credential cover the period beginning at birth in order to include the care and education of infants and toddlers, or should it begin with Pre-K at age three or four? Should it focus on Pre-K and kindergarten only, or should it be combined with the early elementary grades, establishing a stronger continuum between Pre-K and elementary teaching?

□ *The Pre-K-Grade 2 or Pre-K-Grade 3 option.*

A number of states have chosen to adopt a certification covering Pre-K through Grades 2 or 3. In California, such a credential would likely include the same subject matter testing requirements as a credential for Grades K-6. Also, if credential holders have the option to work with a broader age range of students, will they tend to leave Pre-K classrooms because of lower pay? On the positive side, the option to work with a broader age range of students would give both teachers, and the districts or programs that hire them, flexibility in terms of where these teachers can work.

□ *The early-childhood-only option.*

Alternatively, or in addition, California's current Early Childhood Special Education Credential, covering birth to age five, might be a useful model for a new credential. This credential does not require candidates to verify subject matter competence, which would be required under the federal No Child Left Behind Act if a newly created credential spanned both early childhood and the early primary grades (see "Testing," below).

□ Further, building on the Early Childhood Special Education Credential, by creating an interdisciplinary credential as Kentucky and other states have done, would have the advantages of promoting competence among all Pre-K staff in working with children with special needs; promoting the inclusion of all children in Pre-K programs; and emphasizing child health issues in a way that has not traditionally been within the purview of early

childhood education. One implication of creating such a credential, however, is whether there are sufficient numbers of ECE and child development faculty in place at California's higher education institutions who can provide the necessary classes to those who need them.

□ *Testing.* Because No Child Left Behind requires all teachers to be "highly qualified," subject matter competence for the Multiple Subject Credential is demonstrated in California by passing the CSET: Multiple Subjects Test. This test requires knowledge in a wide range of subjects not normally covered in BA programs in child development or early childhood education, such as reading, language, literature, history, social science, science, mathematics, physical education, and visual and performing arts - and much of this material is not directly relevant to teaching at the preschool level. As a result, a program that would prepare a BA candidate in this broad range of subject matter as well as in sound early child development, curriculum, program, observation, etc., would have to be carefully crafted in order to allow students to complete an undergraduate degree with no more than 120 units and within a four-year period.

Other Issues and Implications

□ *California's higher education system.*

Whichever new type of Pre-K teacher credential is selected, if any, it will carry a variety of implications for the state's higher education system - including concerns about the cost of making major investments in preschool teacher training and education. Most ECE training and education currently happens at the community college level, and there is a dearth of upper-division college and university programs that offer BA degrees in child development or early childhood education, or that prepare students to earn the current Early Childhood Specialist or Early Childhood Special Education credential. (As shown in Table 5, only 14 colleges and universities in the state currently have programs that prepare students for either of the ECE-focused credentials.) In addition to expanding such degree and credential programs, California would no doubt need to support the development of new ones. One note of caution: early childhood credential programs would most

typically be housed in colleges or schools of education within a university, not necessarily in the departments such as human or child development where early childhood courses are currently more likely to be offered - creating additional considerations for resource re-allocation and infrastructure building.

□ *Competencies and courses of instruction.* As part of defining any new credential, the fundamental questions to be answered are: What is it that we want credentialed preschool teachers to know, and what kind of education and training structure must we create in order to assure this level of preparation and competency? The legislature will need to direct the Commission on Teacher Credentialing to define the expected course of instruction leading to the credential, including student teaching or practicum requirements, and allowable pathways (e.g., whether it would require an extra year beyond the BA degree, or could be completed in a "blended" four-year program). It will also need to direct colleges and universities throughout the state to develop the appropriate coursework to meet the credential requirements. Further, recent developments in early care and education, such as our expanded knowledge of early brain development, second language learning, etc., have also not been fully incorporated into California's standards and expectations for teachers.

□ *Access and opportunity.* Finally, there are important issues of access to training and education that will require making the credentialing process as accessible as possible, through a variety of pathways and student supports, in order to ensure that California preserves a linguistically and culturally diverse early education workforce. Indeed, there is broad concern that unless such issues of access and educational opportunity are addressed at the outset - hand in hand with better compensation, and significant new resources for California's higher education system - raising teacher standards could result in a major loss of diversity in the field.

□ As of this writing (summer 2004), a legislative proposal is pending that could push forward a major workforce development process in relation to Preschool for All - including the formation of a Blue Ribbon Committee that would explore and plan for a revamped credentialing process in addition to numerous other workforce questions (such as defining competencies, identifying workforce supports, and improving compensation). In the coming year, the Center for the Study of Child Care Employment (CSCCE) will examine these and other issues in further policy briefs.

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Related Resources from the Center for the Study of Child Care Employment

The following articles are now available at the CSCCE web site, <http://www.iir.berkeley.edu/cscce/index.html>:

Bellm, D., & Whitebook, M. (2003). Universal preschool in California: An overview of workforce issues.

Whitebook, M., Bellm, D., Cruz, E., Munn, M., Jo, J.Y., Almaraz, M., & Lee, Y. (2004). Training the next generation of teachers: A preliminary survey of California's higher education programs in early education and child development.

Whitebook, M., Sakai, L., Kipnis, F., Voisin, I., & Young, M. (2004). Raising teacher education and training standards for universal preschool in California: Assessing the size of the task.

Further Information

For further information online about credentialing in other states, visit the following:

Colorado

Standards for receiving a Teaching Endorsement in Early Childhood Education (ages 0-8):

http://www.cde.state.co.us/cdeboard/download/bdregs_301-37.pdf.

Georgia

Pre-K program Operating Guidelines, Section 11.3 (Credential/Certification Requirements):

<http://www.osr.state.ga.us/FYIguide2004.pdf>

Illinois

Required courses for EC certification: www.isbe.net/teachers/Documents/ec.htm

Standards for Certification in Early Childhood Education: <http://www.isbe.net/rules/archive/pdfs/26ark.pdf>

Kentucky

Preschool Program teacher requirements: <http://www.lrc.state.ky.us/kar/704/003/410.htm>

Interdisciplinary early childhood education certificate: <http://lrc.ky.gov/kar/016/002/040.htm>

Maryland

Certification: <https://certification.msde.state.md.us/Certification/CertAreasEarlyChildhood>.

Massachusetts

Education regulations: <http://www.doe.mass.edu/lawsregs/603cmr7/7.04.html>

Michigan

Early Childhood Endorsement Standards: http://www.michigan.gov/documents/zastandards_15754_7.doc,

http://www.michigan.gov/documents/ELSMT_&_PED_as_SBE_approved_Oct__24__02_57198_7.pdf.

New Jersey

Preschool certification standards: <http://www.state.nj.us/njded/code/title6a/chap9/>.

New York

Early childhood certification requirements: <http://www.highered.nysed.gov/tcert/certificate/req-early.htm>.

Oklahoma

Teacher certification standards: <http://www.sde.state.ok.us/pro/tcert/pdfs/Competencies.pdf>.

South Carolina

Teacher certification manual: <http://www.scteachers.org/cert/Certpdf/TeacherCertificationManual.pdf>.

Texas

Certification: <http://www.sbec.state.tx.us/SBECOnline/certinfo/becometeacher.asp?width=800&height=600>.

West Virginia

Licensure requirements: <http://wvde.state.wv.us/policies/p5202.html>

Wisconsin

Teacher licensing requirements: <http://www.dpi.state.wi.us/dlsis/tel/licguide.html>.

Table 1. Required Staff Qualifications: Title 22 and Title 5, California Code of Regulations

Position	Title 22	Title 5
Assistant Teacher	None	6 units of college-level work in early childhood education (ECE)
Associate Teacher	Not specified	12 units of college-level work in ECE, including designated core courses
Teacher	12 units of college-level work in ECE	24 units of college-level work in ECE, including designated core courses and 16 general education units
Master Teacher	Not specified	Same as teachers, plus 2 units of adult supervision and 6 specialization units
Director/Site Supervisor	Same as teachers, plus college-level course in supervision and administration	AA or BA degree with 24 units of ECE, including supervision courses

Table 2. Head Teacher Requirements in States with Publicly Funded Preschool Programs: College Degrees and Certification Requirements

		Degree		Certification	
State	% of 4 Year Olds Served	Publicly Operated Programs	Privately Operated Programs	Publicly Operated Programs	Privately Operated Programs
California	14	None	None	Child Development Permit (40 credit hrs ECE & General Ed)	Child Development Permit (40 credit hrs ECE & General Ed)
Colorado	14	None	None	CDA	CDA
District of Columbia	44	BA	N/A	Teaching License	N/A
Georgia	53	AA or Montessori diploma; local school districts can impose higher requirements	AA or Montessori diploma; local school districts can impose higher requirements	None	None
Illinois	22	BA	BA	ECE Certificate, Birth-Grade 3 (Type 04 teaching certificate)	ECE Certificate, Birth-Grade 3 (Type 04 teaching certificate)
Kentucky	24	BA	BA	As of Fall 2004: Interdisciplinary ECE Certification	As of Fall 2004: Interdisciplinary ECE Certification
Maryland	15	BA	BA	Pre-K-3 Certification	Pre-K-3 Certification
Massachusetts	12	BA	None	ECE (Pre-K-2) Certification	3 credits in child development + 9 months experience or 150-hour practicum
Michigan (footnote: Michigan School Rediness Program only)	19	BA	BA	Elementary Teaching Certificate w/ EC Endorsement	Elementary Teaching Certificate w/ EC Endorsement or CDA
New Jersey	20	BA	BA	Pre-K-3 Certification	Pre-K-3 Certification (with waiver provision to meet qualifications by Sept. 2006)
New York	25	Prior to 1978:BA; After 1978, required to obtain MA within 5 years	New York City: same as publicly operated programs; New York State: none	Pre-K-6 Certification; after 2/1/04, EC (Birth-Grade 2) Certification	New York City: same as publicly operated programs; New York State: CDA + 2 yrs experience
Oklahoma	56	BA	BA	EC (Pre-K-3) Certification	EC (Pre-K-3) Certification
South Carolina	29	BA	BA	EC (Pre-K-3) Certification	EC (Pre-K-3) Certification
Texas	39	BA	N/A	EC-4 Teaching Credential	N/A
West Virginia	24	BA	AA	Certification in Early Childhood, Birth-5, or Preschool Special Needs; or Certification in Elementary Education with a Pre-K-K endorsement	Teaching Permit, with requirement to become certified within 5 years
Wisconsin	19	BA	BA	Teaching License in Pre-K-K, Pre-K-3 or Pre-K-6 (Pre-K-3 preferred)	Teaching License in Pre-K-K, Pre-K-3 or Pre-K-6 (Pre-K-3 preferred)

Table 3. Head Teacher Requirements in States with Publicly Funded Preschool Programs: Student Teaching and Testing Requirements

State	Student Teaching		Testing	
	Publicly Operated Programs	Privately Operated Programs	Publicly Operated Programs	Privately Operated Programs
California	None	None	None	None
Colorado	None	None	None	None
District of Columbia	60 hrs. of pre-student teaching practicum, and minimum 530 hrs. student teaching	N/A	Praxis I & II; state test demonstrating subject knowledge and teaching skills in reading, writing, mathematics and other curriculum areas	N/A
Georgia	None	None	None	None
Illinois	100 clock hrs. pre-student teaching clinical experience; 5 semester hrs. or 10 wks. student teaching	100 clock hrs. pre-student teaching clinical experience; 5 semester hrs. or 10 wks. student teaching	Illinois Certification Testing System (ICTS) basic skills test and ICTS test of subject-matter knowledge	Illinois Certification Testing System (ICTS) basic skills test and ICTS test of subject-matter knowledge
Kentucky	Varies by requirements of approved teaching program; Also, completion of Kentucky Teacher Internship Program during first year of teaching (post-certification)	Varies by requirements of approved teaching program; Also, completion of Kentucky Teacher Internship Program during first year of teaching (post-certification)	Education Professional Standards Board Interdisciplinary Early Childhood Specialty Test	Education Professional Standards Board Interdisciplinary Early Childhood Specialty Test
Maryland	Supervised exp in public or accredited nonpublic school at Pre-K or K/primary grade level; or 2 yrs of successful FT teaching exp in public or accredited nonpublic school at Pre-K or K/primary grade level	Supervised exp in public or accredited nonpublic school at Pre-K or K/primary grade level; or 2 yrs of successful FT teaching exp in public or accredited nonpublic school at Pre-K or K/primary grade level	Praxis I & II	Praxis I & II
Massachusetts	300 hrs supervised practicum or equivalent: 100 hrs in PreK-K, 200 hrs in Grades 1-2; at least 1 setting must incl. children w/ disabilities	None	Tests in Communication and Literacy Skills; Foundations of Reading; Early Childhood Subject Matter	None
Michigan (footnote: Michigan School Rediness Program only)	Two student teaching experiences with minimum total of 300 direct contact hrs, with 2 of the 3 early childhood age groups (infant/toddler, preschool, primary)	Two student teaching experiences with minimum total of 300 direct contact hrs, with 2 of the 3 early childhood age groups (infant/toddler, preschool, primary)	Michigan Test for Teacher Certification; ECE Subject Test	Michigan Test for Teacher Certification; ECE Subject Test
New Jersey	Equivalent of 1 semester FT exp in ECE setting	Equivalent of 1 semester FT exp in ECE setting	State ECE subject matter test; Exam in physiology, hygiene & substance abuse issues	State ECE subject matter test; Exam in physiology, hygiene & substance abuse issues

Student Teaching and Testing Requirements, cont.

State	Student Teaching		Testing	
	Publicly Operated Programs	Privately Operated Programs	Publicly Operated Programs	Privately Operated Programs
New York	40 days college supervised teaching or as employed teacher within range of grades and subject area of certificate	40 days college supervised teaching or as employed teacher within range of grades and subject area of certificate	Liberal Arts & Sciences Test, Assessment of Teaching Skills-Written (Birth-Grade 6), Multi-Subject Content Specialty Test	Liberal Arts & Sciences Test, Assessment of Teaching Skills-Written (Birth-Grade 6), Multi-Subject Content Specialty Test
Oklahoma	Varies by requirements of approved teaching program	Varies by requirements of approved teaching program	OK General Education Test (OGET), OK Subject Area Test (OSAT) in Early Childhood, & OK Professional Teaching Examination (OPTE)	OK General Education Test (OGET), OK Subject Area Test (OSAT) in Early Childhood, & OK Professional Teaching Examination (OPTE)
South Carolina	3 semester hrs practicum in ECE	3 semester hrs practicum in ECE	Early Childhood Education Exam + (as of 7/1/06) Principles of Learning and Teaching Exam	Early Childhood Education Exam + (as of 7/1/06) Principles of Learning and Teaching Exam
Texas	12 weeks in a public school setting	N/A	Texas Examinations of Educator Standards (TExES): Generalist EC-4 test, & Pedagogy and Professional Responsibility EC-4 test.	N/A
West Virginia	Varies by requirements of approved teaching program	Required for receiving certification, but not for teaching permit	Praxis I & II	Required for receiving certification, but not for teaching permit
Wisconsin	For Pre-K-3: 1 semester of student teaching in Pre-K, in K, & in at least one of Grades 1-3	For Pre-K-3: 1 semester of student teaching in Pre-K, in K, & in at least one of Grades 1-3	Praxis I; If completing program after 8/31/04, Praxis I & Praxis II in Elementary Education	Praxis I; If completing program after 8/31/04, Praxis I & Praxis II in Elementary Education

Table 4. Child Development Permit Matrix (with Alternative Qualification Options indicated)

Permit Title	Education Requirement (Option 1 for all permits)	Experience Requirement (Applies to Option 1 only)	Alternative Qualifications (with option numbers indicated)	Authorization	Five Year Renewal
Assistant (Optional)	Option 1: 6 units of Early Childhood Education (ECE) or Child Development (CD)	None	Option 2: Accredited HERO program (including ROP); or Option 3: CCTC approved training.	Assist in the instruction of children under supervision of Associate Teacher or above.	105 hours of professional growth****
Associate Teacher	Option 1: 12 units ECE/CD including core courses**	50 days of 3+ hours per day within 2 years	Option 2: Child Development Associate (CDA) Credential. CDA Credential must be earned in California; or Option 3: CCTC approved training.	May provide instruction and supervise a Child Development Assistant Permit holder and an Aide.	Must complete 15 additional units toward a Teacher Permit. Must meet teacher requirements within 10 years.
Teacher	Option 1: 24 units ECE/CD including core courses** plus 16 General Education (GE) units*	175 days of 3+ hours per day within 4 years	Option 2: AA or higher in ECE or related field with 3 units supervised field experience in ECE setting; or Option 3: CCTC approved training.	May provide instruction and supervise all above (including Aide).	105 hours of professional growth****
Master Teacher	Option 1: 24 units ECE/CD including core courses** plus 16 GE units* plus 6 specialization units plus 2 adult supervision units.	350 days of 3+ hours per day within 4 years	Option 2: BA or higher with 12 units of ECE, plus 3 units supervised field experience in ECE setting; or Option 3: CCTC approved training.	May provide instruction and supervise all above (including Aide). May also serve as coordinator of curriculum and staff development.	105 hours of professional growth****
Site Supervisor	Option 1: AA (or 60 units) with 24 ECE/CD units including; • core courses** • 16 GE units* • 6 administration units • 2 adult supervision units	350 days of 3+ hours per day within 4 years including at least 100 days of supervising adults	Option 2: BA or higher with 12 units of ECE, plus 3 units supervised field experience in ECE setting; or Option 3: Admin. credential *** with 12 units of ECE, plus 3 units supervised field experience in ECE setting or Option 4: Teaching credential with 12 units of ECE, plus 3 units supervised field experience in ECE setting; or Option 5: CCTC approved training.	May supervise single site program, provide instruction, and serve as coordinator of curriculum and staff development.	105 hours of professional growth****
Program Director	Option 1: BA with 24 ECE/CD units including; • core courses** • 6 administration units • 2 adult supervision units	Site Supervisor status and one program year of Site Supervisor experience	Option 2: Admin. credential *** with 12 units of ECE, plus 3 units supervised field experience in ECE setting; or Option 3: Teaching credential with 12 units of ECE, plus 3 units supervised field experience in ECE setting, plus 6 units administration; or Option 4: Master's Degree in ECE or Child/Human Development; or Option 5: CCTC approved training.	May supervise multiple-site program, provide instruction, and serve as coordinator of curriculum and staff development.	105 hours of professional growth****

NOTE: All unit requirements listed above are semester units. All course work must be completed with a grade of C or better. Spanish and Chinese translations available.

* One course in each of four general education categories, which meet graduation requirements: English/Language Arts; Math or Science; Social Sciences; Humanities and/or Fine Arts.

** Core courses include child/human growth & development; child/family/community or child and family relations; and programs/curriculum. You must have a minimum of three semester units or four quarter units in the core areas of child/human growth & development and child/family/community.

*** Holders of the Administrative Services Credential may serve as a Site Supervisor or Program Director.

**** Professional growth hours must be completed under the guidance of a Professional Growth Advisor. Call (209) 341-1662 for assistance in locating an advisor.

This matrix was prepared by the Child Development Training Consortium, www.childdevelopment.org.

Table 5. Current Early Childhood and Multiple Subjects Teacher Credential Programs at California Institutions of Higher Education¹⁴

California State University Credential Programs

School	Early Childhood Specialist	Early Childhood Special Education	Blended Credential not ECE	K-8 Multiple Subjects Credential*
CSU Bakersfield			X	X
CalState Teach				X
CSU Channel Islands				X
CSU Chico			X	X
CSU Dominguez Hills		X	X	X
CSU Fresno	X		X	X
CSU Fullerton	X	X	X	X
CSU Hayward			X	X
Humboldt State University			X	X
CSU Long Beach	X		X	X
CSU Los Angeles		X	X	X
CSU Monterey Bay				X
CSU Northridge		X	X	X
Cal Poly Pomona			X	X
CSU Sacramento		X	X	X
CSU San Bernardino		X		X
San Diego State University		X	X	X
San Francisco State University		X	X	
San Jose State University		X		X
San Luis Obispo State University			X	X
CSU San Marcos			X	X
Sonoma State University			X	X
CSU Stanislaus			X	X

University of California Credential Programs

School	Early Childhood Specialist	Early Childhood Special Education	Blended Credential not ECE	K-8 Multiple Subjects Credential*
UC Berkeley			X	X
UC Davis				X
UC Irvine				X
UC Los Angeles				X
UC Riverside			X	X
UC San Diego				X
UC San Francisco				X
UC Santa Barbara				X
UC Santa Cruz				X

¹⁴ In addition, some California secondary schools offer credential programs, but none in early childhood education.

Independent California University and College Credential Programs

School	Early Childhood Specialist	Early Childhood Special Education	Blended Credential not ECE	K-8 Multiple Subjects Credential*
Alliant International University			X	X
Antioch University of So. Cal.				X
Argosy University				
Azusa Pacific University				X
Bethany College				X
Biola University				X
California Baptist University				X
California Lutheran University				X
Chapman University				X
Christian Heritage College				X
Claremont Graduate University				
Concordia University			X	X
Dominican University of CA			X	X
Fresno Pacific University				X
Holy Names College				X
Hope International University				X
Interamerican College				
John F. Kennedy University				X
La Sierra University				X
Loma Linda University				
Loyola Marymount University				X
The Masters College				X
Mills College		X		X
Mount St. Mary's College			X	X
National Hispanic University				X
National University				X
New College of CA				X
Notre Dame de Namur University				X
Nova Southeastern University				
Occidental College				X
Pacific Oaks College				X
Pacific Union College				X
Patten University				X
Pepperdine University				X
Pt. Loma Nazarene University				X
Santa Clara University		X		X
Simpson College				X
St. Mary's College			X	X
Stanford University			X	X

Teacher Credential Programs at California Institutions, cont.

Independent California University and College Credential Programs, cont.

School	Early Childhood Specialist	Early Childhood Special Education	Blended Credential not ECE	K-8 Multiple Subjects Credential*
University of La Verne				X
University of Phoenix				X
University of Redlands				X
University of San Diego		X		X
University of San Francisco				X
University of Southern California				X
University of the Pacific				X
Vanguard University				X
Westmont College			X	X
Whittier College				X

*Institutions can be accredited to offer two types of multiple subjects credential: "Ryan" teaching credentials are issued under the provisions of the Teacher Preparation and Licensing Law of 1970 (the Ryan Act), and "2042" credentials are issued under the statutes of Senate Bill 2042, beginning in 2003. For more information about these credentials, see the California Commission on Teacher Credentialing web site at <http://www.ctc.ca.gov>.